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[ExecutiveSummaryforGSENM.docx](#)  
[ExecutiveSummaryforBENM.docx](#)  
[InitialDataRequestRelatedtoReviewofNationalMonuments BENM\\_051617\\_AM.docx](#)  
[InitialDataRequestRelatedtoReviewofNationalMonuments GSENM\\_051617\\_AM.docx](#)

We're plugging away on the data call from DOI.

Please find attached updated versions of our draft responses to each item requested from the Department, as well as Executive Summaries for both Monuments.

We have quite a few people working on data aggregation today, both at the field and state office level.

My next step is to circle with Kent on minerals data and also to route these attached documents through External Affairs.

Your thoughts are welcome. Thanks!

Regards,

Allison Ginn  
National Conservation Lands Program Lead  
BLM Utah State Office  
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## **Executive Summary of Review of National Monuments under EO 13792 (April 26, 2017)**

### **Key Information about Grand Staircase Escalante National Monument**

Grand Staircase-Escalante National Monument was established by Presidential Proclamation on September 18, 1996, as BLM's first national monument. BLM manages for multiple uses within the Monument (hunting, fishing, recreation, grazing, and valid existing rights such as oil production, etc.), while protecting the vast array of historic and scientific resources identified in the Proclamation and providing opportunities for scientific study of those resources.

### **Summary of Public Engagement Prior to Designation**

Grand Staircase-Escalante National Monument was designated in 1996 without public engagement. However, the area in southern Utah had long been considered, discussed and evaluated for the possibility of providing greater recognition of and legal protection for its resources. In 1936, the Utah State Planning Board contacted the National Park Service about the possibility of building a federal park-to-park highway. NPS responded that they were considering making a recommendation to President Roosevelt to designate a 6,968 square mile "Escalante National Monument" (which also extended to portions of Bears Ears National Monument). A second NPS proposal proposed a 2,450 square mile National Monument. In the late 1970's the area was evaluated for its wilderness characteristics under FLPMA, and more than a dozen wilderness study areas, totaling about 900,000 acres were established in the area.

### **Summary of Public Scoping in Development of Resource Management Plan**

GSENM's Monument Management Plan included substantial outreach, public scoping and comment periods according to our land use planning regulations and policies. Public Comments and Responses for the MMP FEIS are located within this Drive folder (1.c.GSENM FEIS Comments.pdf). Over 6,800 individual letters were received during the public scoping period and the comments covered nine broad categories; Access and Transportation, Biological Resources, General, Grazing, Lands, Recreation, Water Resources, Wilderness Study Areas and Wild and Scenic Rivers. Similar public outreach efforts are underway for the Livestock Grazing Monument Management Plan Amendment and Environmental Impact Statement.

### **Summary of National Monument Activities since Designation**

In the 21 years since Grand Staircase-Escalante National Monument was designated, a wealth of scientific knowledge has been discovered, with significant archaeological and paleontological discoveries on the Monument. The scientific research and discoveries were outlined and highlighted through a series of 3 "Learning from the Land" Symposiums, in 1997, 2006 and 2016. The Abstract from the 2016 Symposium is provided in the Science Symposium folder in the Google Drive. A Monument Management Plan was completed in 2000, ensuring continued management of multiple uses and valid existing rights. GSENM also provides visitor services

and information at four visitor centers in neighboring towns to support the increasing visitor and commercial use on the Monument and to foster tourism in gateway communities.

#### **Summary of Activities in Area for 5 years Preceding Pre-Designation**

Prior to the 1996 designation of GSENM, the public land was managed by the Bureau of Land Management, within two resource areas: the Kanab Resource Area and the Escalante Resource Area. The lands were used primarily for scientific study, primitive recreation and livestock grazing.

#### **Summary of Available Economic Information since Designation**

Economic research by external parties has been completed and includes Headwaters Economic Reports, Pew Trust Reports and a research paper written in 2004 by Dr. Steven Burr, Director of the Institute for Outdoor Recreation and Tourism at Utah State University titled “Grand Staircase-Escalante National Monument Front Country Visitors’ Characteristics, Monument Management and Community Services Impressions, and Expenditures in the Monument Area.” In addition, a Socioeconomic Baseline Report was completed for the Livestock Grazing Plan Amendment EIS in 2015. These documents are provided in the Economic Folder in Google Drive.

#### **Summary of Any Boundary Adjustments since Designation**

Since designation, there were two congressional boundary adjustments as well as an exchange of all of the State of Utah School and Institutional Trust Lands Administration (SITLA) lands within the Monument boundaries. When the Monument was designated, it encompassed 1,878,465 acres. In 1998, H.R. 3910, the Automobile National Heritage Area Act (Public Law 105-355), resulted in a boundary change to 1,884,011 acres, a net gain of approximately 5,546 acres. In 2009, H.R. 377, the Omnibus Public Land Management Act (Public Law 111-11), directed a boundary change and purchase for the Turnabout Ranch, resulting in the removal of approximately 25 acres from GSENM. The Utah Schools and Land Exchange Act of 1998 exchanged State/SITLA lands within the boundaries of GSENM. The federal government received all State inholdings in GSENM (176,699 acres) while the State received \$50 million in cash plus \$13 million in unleased coal and approximately 139,000 acres, including mineral resources. The federal government received additional State holdings within other NPS and USFS units as part of the same exchange.

**Executive Summary of Review of National Monuments under EO 13792 (April 26, 2017)****Key Information about Bears Ears National Monument**

Bears Ears National Monument (BENM) consists of 1,351,849 acres in San Juan County, Utah, jointly managed by the BLM and the U.S. Forest Service (1.063 million acres managed by the BLM; 290,000 acres managed by the USFS). Located in southeast Utah's canyon country, Bears Ears National Monument offers unparalleled recreation opportunities. The area is one of the most significant cultural landscapes in the United States, with thousands of archaeological sites and important areas of spiritual significance to American Indian tribes.

**Summary of Public Engagement Prior to Designation**

The idea of a national monument in this area is not a new one: calls for protection of the Bears Ears area began more than 80 years ago. Six years ago, several tribes began working on a specific proposal to protect this area under the Antiquities Act. Last year, at the invitation of the tribes, senior representatives from DOI and the USFS attended an Inter Tribal Council meeting in the field at the Bears Ears buttes to engage in government to government dialogue. In July of 2016, Secretary Jewell was joined at a public meeting in Bluff, Utah, by Department of Agriculture Under Secretary for Natural Resources and Environment Robert Bonnie, Principal Deputy Assistant Secretary for Indian Affairs Larry Roberts, BLM Director Neil Kornze, National Park Service Director Jon Jarvis, and staff from the offices of Governor Herbert, Congressman Chaffetz, Congressman Bishop, Senator Lee, and Senator Hatch. At the meeting, an overflow crowd of over 1,500 citizens came to share their views. The majority of speakers encouraged permanent protection for this iconic landscape, as did the majority of almost 600 written comments. On that trip, senior officials also met with a number of local stakeholders to discuss protection of the area, including a meeting with the San Juan County Commission that was well attended by local citizens.

The boundary of BENM is largely congruent with similar designations in the Utah Public Lands Initiative (H.R. 5780), which was introduced by Reps. Bishop and Chaffetz after extensive consultations with stakeholders. Their Utah Public Lands Initiative, which Governor Herbert also supported, proposed to conserve roughly the same area as the Bears Ears National Monument by designating two new National Conservation Areas and a Wilderness.

There is overwhelming support from tribal governments for protecting this important cultural landscape. An unprecedented coalition of five federally recognized tribes—Hopi, Navajo, Ute Mountain Ute, Zuni, and Ute Indian Tribe of the Uinta Ouray—came together to develop a proposal for protecting the Bears Ears area, which is the ancestral grounds of numerous tribes in the region and remains an important area for traditional and ceremonial use. Over two dozen other tribes endorsed their proposal, as well as the National Congress of American Indians. The Ute Indian Tribe of the Uinta Ouray is located in Utah, and the Utah Tribal Leaders Association

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endorsed the proposal. The Navajo Nation, which has seven chapter houses located in Utah, has supported the proposal at its highest levels, including support from its President and the Navajo Nation Council. Six of their seven chapter houses in Utah support the monument proposal, and the one that has rescinded its support has instead advocated for protecting the area through the Public Lands Initiative. To reflect tribal expertise and traditional and historical knowledge, a Bears Ears Commission has been created to enable tribes to share information and advice with federal land managers.

#### **Summary of National Monument Activities since Designation**

The Monticello Field Office requested funding for critical resource protection and recreation and visitor services improvements in fall 2016. Approximately \$3.7 million dollars was provided to Monticello Field Office prior to Monument designation to assist with immediate on the ground action items. BLM Utah identified a list of priority projects needed to improve visitor safety, protect resources, and enhance visitor experiences and have made significant progress. BLM Utah has developed informational materials intended to improve visitor safety, protect resources, and enhance visitor experiences, including signs, maps, and brochures as well as website materials. Design work for portal signs is also nearly complete. The Bears Ears Tribal Commission has been established, with representatives identified for each of the tribes noted in the Proclamation. BLM has coordinated with the Forest Service through multiple meetings on day to day activities and initiated discussions regarding short and long term management needs. BLM prepared a Monument Advisory Committee Charter (signed by Secretary Jewell) and a Federal Register Notice calling for nominations to the Monument Advisory Committee (not yet published). See BENM WO 410 Checklist and Supporting Docs subfolder for additional information.

#### **Summary of Activities in Area for 5 years Preceding Pre Designation**

These lands have been managed according the 2008 Monticello Resource Management Plan, which includes multiple use management objectives. Approximately 727,000 acres (68%) of the BLM lands that are within the monument are afforded a level of protection under the existing land use plan under other designations such as Wilderness Study Areas, Natural Areas, Areas of Critical Environmental Concern, or Special Recreation Management Areas.

#### **Summary of Available Economic Information since Designation**

A cursory review of mineral potential is included in the Drive folder.

#### **Summary of Any Boundary Adjustments since Designation**

Not applicable. The State of Utah School and Institutional Trust Lands Administration has declined to engage in formal land exchange discussions at this time.

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**Call for Data Related to Review of National Monuments under EO 13792 (April 26, 2017)****1. Documents Requested****a. Resource Management Plans/Land Use Plans**

- Bears Ears National Monument (BENM) has not yet initiated a Monument Management Plan (MMP). The 2008 Monticello RMP will be followed in the interim. The entire Monticello RMP (DEIS/FEIS/ROD) can be accessed here: <https://eplanning.blm.gov/epl front office/eplanning/planAndProjectSite.do?methodName=renderDefaultPlanOrProjectSite&projectId=68097&dctmId=0b0003e880befb7c>. A copy of the 5 year RMP Evaluation is also in this folder (1.a.Monticello\_RMP\_Evaluation\_September\_2015.pdf).

**b. Record of Decision**

- BENM has not yet initiated a Monument Management Plan. The 2008 Monticello RMP will be followed in the interim. The ROD is in this folder (1.b.Monticello\_Final\_Plan\_ROD.pdf) and can be accessed here: [https://eplanning.blm.gov/epl front office/projects/lup/68097/85493/102694/Monticello\\_Final\\_Plan.pdf](https://eplanning.blm.gov/epl front office/projects/lup/68097/85493/102694/Monticello_Final_Plan.pdf)

**c. Public Scoping Documents**

- Public scoping has not yet been initiated for a BENM MMP. The first public comment period post designation associated with BENM is the DOI Notice of Opportunity for Public Comment.

**d. Presidential Proclamation**

- Proclamation 9558 of December 28, 2016 is in this folder (1.d.Bears Ears Presidential Proclamation.pdf)

**2. Information on activities permitted at the Monument, including annual levels of activity from the date of designation to the present (Designation date for BENM is December 28, 2016- information is for 2nd quarter FY17)**

- Recreation annual visits to site

BLM uses the Recreation Management Information System (RMIS) to report visitor use. While we do have some traffic counter (see 2.a.3.a.TRAFX Master Summary\_MtFO\_(2008 2017)) and permit data, full reporting for annual visitation will not be available until September.

**a. Energy annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)**

- There are no producing oil and gas wells and no coal developments in BENM. While no new energy production will be permitted, valid existing rights were protected under the Proclamation.

**b. Minerals annual mineral production on site**

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- There are no active mining operations in the BENM. There is one commercial mineral materials site.....While no new mineral production will be permitted, valid existing rights were protected under the Proclamation.

c. Timber annual timber production on site (in board feet, CCF, or similar measure)

d. Grazing annual grazing on site (AUMs permitted and sold)

- There are 20 allotments that wholly or partially contained within BENM. These allotments include 50,469 permitted AUMs. Allotment boundaries do not coincide with the BENM boundary, and therefore it is not possible to calculate the number of AUMs currently permitted within the monument boundary.

e. Subsistence participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available

f. Cultural list of cultural uses/values for site; number of sites; other quantifiable information where available

### 3. Information on activities occurring during the 5 years prior to designation

a. Recreation annual visits to site

- BLM uses the Recreation Management Information System (RMIS) to report visitor use. BENM is a subset of the Monticello Field Office. RMIS data for the MtFO is included in the folder (2.a.RMISData\_SelectInfo\_2012\_2016.pdf). Additional reports can be pulled through RMIS.

b. Energy annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)

c. Minerals annual mineral production on site

d. Timber annual timber production on site (in board feet, CCF, or similar measure)

e. Grazing annual grazing on site (AUMs permitted and sold)

f. Subsistence participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available

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g. Cultural list of cultural uses/values for site; number of sites; other quantifiable information where available

4. Information on activities that likely would have occurred annually from the date of designation to the present **if the Monument had not been designated**

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**5. Changes to boundaries dates and changes in size**

- Not applicable to BENM; no changes since designation. SITLA has declined to engage.

**6. Public Outreach prior to Designation outreach activities conducted and opportunities for public comment**

Note: While there has yet to be a public comment period for a Monument Management Plan, the public process preceding BENM designation is outlined in 6.Bears Ears Fact Facts QA.pdf (released with the DOI/USDA joint press release on 12/28/16) in this folder.

- Secretary Jewell held a public meeting in Bluff, Utah in July 2016.  
[https://www.doi.gov/pressreleases/secretary jewell under secretary bonnie john utah local leaders public meeting hear](https://www.doi.gov/pressreleases/secretary%20jewell%20under%20secretary%20bonnie%20john%20utah%20local%20leaders%20public%20meeting%20hear)

**7. Terms of Designation**

Refer to Proclamation for the terms of designation. No additional background (e.g., legislated land exchanges or Congressional budget provisions, etc.)

**((Call for Data Related to Review of National Monuments under EO 13792 (April 26, 2017))**

**1. Documents Requested**

**a. Resource Management Plans/Land Use Plans**

- The Monument Management Plan (MMP) and ROD is located within this Drive folder (1.a.d.GSENM\_mgmt\_plan.pdf).
- The entire GSENM RMP (DEIS/FEIS/ROD) can be accessed here:  
<https://eplanning.blm.gov/epl front office/eplanning/planAndProjectSite.do?methodName=dispatchToPatternPage&currentPageId=94418>
- The Livestock Grazing EIS/Plan Amendment has been initiated. The DEIS has been reviewed by the UTSO and WO and is nearing public release: <https://eplanning.blm.gov/epl front office/eplanning/planAndProjectSite.do?methodName=dispatchToPatternPage&currentPageId=100826>

**b. Record of Decision**

The MMP and ROD is located within this Drive folder (1.a.d.GSENM\_mgmt\_plan.pdf).

**c. Public Scoping Documents**

- GSENM's Monument Management Plan included substantial outreach, public scoping and comment periods according to our land use planning regulations and policies. See Federal Register Notices in Drive folder (1.c.Federal Register, Volume 64 Issue 145 (Thursday, July 29, 1999)).
- Public Comments and Responses for the MMP FEIS are located within this Drive folder (1.c.GSENM\_FEIS\_Comments.pdf).
- See also Scoping Report for Livestock Grazing EIS (1.c.GSENM\_GrazingEISScopingRpt\_Final.pdf) and at: [https://eplanning.blm.gov/epl front office/projects/lup/69026/89803/107384/2014.05.21 GSENM ScopingRpt\\_Final 508.pdf](https://eplanning.blm.gov/epl front office/projects/lup/69026/89803/107384/2014.05.21 GSENM ScopingRpt_Final 508.pdf).
- GSENM has many documents to demonstrate public engagement in land use planning processes. Please advise on the level of documentation that is requested by the Department.

**d. Presidential Proclamation**

- Proclamation 6920 of September 18, 1996 is in this folder  
(1.d.Presidential\_Proclamation\_6920.pdf)

2. Information on activities permitted at the Monument, including annual levels of activity from the **date of designation to the present** (Designation date for GSENM is September 18, 1996)

a. Recreation annual visits to site

GSENM uses the Recreation Management Information System (RMIS) to report visitor use, along with multiple traffic counter data, permit data and visitor counts in the 4 Visitor Centers. The attached is the totals from RMIS (INSERT PDF/DOC)

b. Energy annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)

c. Minerals annual mineral production on site

- Mineral materials
  - No new Free Use and OTC permits issued since Monument designation
  - Valid existing permits, including those in Title 23, continue to be in effect
- Locatable Minerals

d. Timber annual timber production on site (in board feet, CCF, or similar measure)

- No commercial timber production pre/post Monument designation

e. Grazing annual grazing on site (AUMs permitted and sold)

- Grazing on the Monument Fact Sheet (GSENM Grazing EIS Fact Sheet 05 08 2017)
- Grazing AUMs/ Permitted and billed (INSERT PDF/DOC)

f. Subsistence participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available

- **Subsistence activities** are those that provide the bare essentials for living: food, water, and shelter. The Federal Subsistence Management Program provides opportunities for subsistence way of life in Alaska on federal public lands and waters. There are no formal subsistence programs outside of Alaska. GSENM does provide for the collection of certain natural materials by Native American Indians, under BLM permit. RMIS data provides the number of permitted/guided

hunting activities and fishing activities (Google drive folderXXXX). These numbers do not include the number of licensed hunters/fishermen. That data is available from Utah Division of Wildlife Resources. The entire GSENM is open for hunting and fishing, which is regulated by Utah Department of Wildlife Resources.

**g. Cultural list of cultural uses/values for site; number of sites; other quantifiable information where available**

- There are approximately 5000 recorded archeological sites on GSENM (2.g\_CulturalSitesMap5 8 17) . This is with only seven percent of the Monument ( 132,000 acres) surveyed. Archeological inventories carried out to date show extensive use of places within the monument by ancient Native American cultures and a contact point for Anasazi and Fremont cultures. The cultural resources discovered so far in the monument are outstanding in their variety of cultural affiliation, type and distribution. Hundreds of recorded sites include rock art panels, occupation sites, campsites and granaries. Cultural sites include historic and prehistoric sites, Traditional Cultural Properties, Native American Sacred Sites and cultural landscapes.

**3. Information on activities occurring during the 5 years prior to designation**

- a. Recreation annual visits to site
- b. Energy annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
- c. Minerals annual mineral production on site
- d. Timber annual timber production on site (in board feet, CCF, or similar measure)
- e. Grazing annual grazing on site (AUMs permitted and sold)
- f. Subsistence participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
- g. Cultural list of cultural uses/values for site; number of sites; other quantifiable information where available

**4. Information on activities that likely would have occurred annually from the date of designation to the present if the Monument had not been designated**

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##### 5. Changes to boundaries dates and changes in size

- Monument Designation September 18th, 1996 (1,878,465 acres)
- H.R.3910, Automobile National Heritage Area Act, Public Law 105 355, November 6, 1998, 112 Stat. 3253. 1,884,011 acres, net gain of approximately 5,546 acres (Documents located within this Drive folder 5.a.H.R.3910\_Automobile National Heritage Area Act Synopsis)
- H.R.377, Public Law 111 11, 2009 Boundary change and purchase for Turnabout Ranch, approximately 25 acres removed from GSENM (Documents located within this Drive folder 5.c.GSENM\_Boundary\_SaleHR3777\_PL111 11\_Turnabout.pdf)
- Utah Schools and Land Exchange Act 1998: State/SITLA lands within the boundaries of GSENM were exchanged. The Federal government received all State inholdings in GSENM (176,699 acres) while the State Received \$50 million plus \$13 million in unleased coal and approx 139,000 acres including mineral resources. The Federal

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Government received additional State holdings within other NPS and USFS units.  
(5.1998\_Utah school Land Exchange\_PL105 335.pdf)

**6. Public Outreach prior to Designation** outreach activities conducted and opportunities for public comment

No public outreach documents available.

**7. Terms of Designation**

Refer to Proclamation for the terms of designation.

- GSENM has additional data describing terms of the designation
  - Presidential remarks announcing the designation of GSENM (7\_Remarks Announcing GSENM)pg1782 2)
  - Secretary of the Interior Memo to the President describing the objects and providing a listing of Monument Objects and a bibliography of Monument object data (7\_8 15 96 Secretarial\_Memo)
  - Secretary of the Interior Memo to the BLM Director describing Interim Management Direction for GSENM (7\_11 6 96 Secretarial\_Memo)

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